POLICE PATROL SERVICES

Service Description

Eugene Police Patrol Services combines incident response, crime prevention and criminal investigations delivered using community policing practices to protect the public's safety. Community policing is a law enforcement methodology that emphasizes the delivery of police services through partnerships with citizens, social service agencies, civic groups, businesses, neighborhoods and other parts of the community all of whom are involved in decisions of prioritization of scarce resources.

Police Services is comprised of the Patrol and Special Operations divisions. The Patrol division is responsible for the day-to-day law enforcement efforts of the department such as responding to calls for service, report writing, School Resource Officers (SRO), preliminary crime investigation, investigation of fatal accidents and community outreach through Crime Prevention and community public safety stations. The Special Operations division consists of a variety of specialized teams which are designed to handle hostage situations, civil disturbances, traffic enforcement, explosives disposal and other types of crime that require special training and equipment and cannot normally be handled in the course of routine patrol activities.

Police Services is committed to proactive problem management that fosters conditions, attitudes and behaviors that prevent crime and promote a safer community. Proactive problem management is a systematic approach to addressing specific situations or community problems which require multiple strategies, disciplines and interagency cooperation to solve. Programs include, but are not limited to, Neighborhood Watch, Seniors and Law Enforcement Together (SALT), the Community Response Team (CRT), Crime Prevention Specialists (CPS), School Resource Officers (SRO), Community Service Officers (CSO), Volunteers in Policing (VIP), Safe and Sound, CAHOOTS, and the Homeless Camping Coordinating Committee.

The FY07 budget for Police Patrol Services is $20,915,851 with 144.5 sworn and 19 civilian personnel staffing the division.

Historical Perspective

1991 Whiteaker Public Safety Station opened.
1991 West University foot patrol introduced.
1991 Long-Range Public Safety Plan adopted.
1992 Safer Schools program introduced.
1994 Community policing implementation grant secured.
1995 Downtown Eugene Inc. foot patrol introduced.
1995 West University Public Safety Station opened.

1996 Public Safety Coordinating Committee (PSCC) established.
1997 Community Involved Policing Action Plan created.
1999 Eugene Police Commission created.
2000 Whiteaker Foot Patrol introduced.
2001 Bethel Public Safety Station opened.
2002 Data collection begun for traffic stops to study racial profiling.
2002 First Internal Affairs Auditor Report completed.
2005 Began developing patrol districts linked to neighborhoods.
2006 Moved Whiteaker Public Safety Station and opened the Monroe Street Station.
2006 Established Crime Prevention Unit.

Citizen Involvement

The Police Commission serves in an advisory capacity to the Mayor and Council and the City Manager for policing issues and the periodic review of departmental policies and proposals. The Commission is also intended to improve two-way communications between the police and the community to reduce misunderstandings regarding the nature of adopted police policies, practices and approaches. The Budget Committee and the City Council review the entire annual Public Safety budget, including the Patrol Division.

The Lane County Domestic Violence Council, Senior and Disabled Services Commission, Public Safety Coordinating Council and Neighborhood Advisory Boards all provide citizen involvement in the development of police policy.

Customer Input

Patrol provides one-on-one opportunities for feedback from victims and witnesses regarding customer satisfaction. Full community surveys, as well as feedback from specific neighborhoods, are a primary source of customer input. Citizen forums that are part of prevention presentations and Police Commission meetings also provide the service with valuable customer input. Citizen commendations for exceptional service and complaints of unsatisfactory customer service will continue to be an important source of direct customer input.

Professional customers provide feedback through formal incident or case debriefings, coordinated training and exercises, written feedback from prosecutors and in-service training.

Mission

The Patrol Division contributes to the Eugene Police Department's mission: "To enhance the quality of life in our city by providing

quality police services. We work in partnership with the community to promote safety and security, enforce laws, prevent crime, and safeguard the constitutional rights of all people."

Outcomes
- Calls are appropriately triaged and response to calls for service meet established response time standards.
- The demand for special and outside requests for police officers is met.
- Follow-up investigations of low-level criminal and nuisance activities that require attention beyond initial call response and preliminary investigation are provided.
- A highly visible presence throughout the community is provided, in an effort to gain voluntary compliance with motor vehicle laws.
- Locations where enforcement is targeted are based on priority information from the City's traffic engineer and the public is educated about traffic safety through enforcement operations, presentations, and media campaigns.
- A measured response to cold burglaries, crime reports, and appropriate priority calls, including those that occur during evening hours is provided.
- Community members receive information and services from the Eugene Police Department through neighborhood-based public safety stations.
- The Eugene Metro Area has a response team of employees specifically trained in the safe handling, disarming and disposal of explosive material deemed to be of immediate danger to the health, safety and welfare of the public.
- Communication and planning takes place with the organizers of demonstrations to reduce the necessity for arrest, the likelihood of injury to officer and the public, and to protect the constitutional rights of demonstration participants.
- Effective crime prevention services are provided to the community through presentations, and by response to individual requests for service.
- Appropriately trained and equipped investigators are available to respond to major collisions and crime scenes.
- Schools are safe places for students, staff, and members of the community.
- Appropriately trained and equipped personnel are ready to respond in emergency and planned high-risk events.

Operating Principles
- INTEGRITY-- We act consistently with our values and our Code of Ethics.
- HONESTY-- We are truthful in character and behavior.

- ACCOUNTABILITY-- We are answerable to the public and each other for our actions and take responsibility for them.
- TRUSTWORTHINESS-- We honor our word and keep our commitments.
- FAIRNESS-- Our actions and decisions are based on reason and law, equally applied to all.
- SERVICE-- We provide meaningful work for the betterment of our community.
- TEAMWORK-- We recognize we can accomplish more and achieve better results by working in groups to take advantage of our diverse skills, abilities, and perspectives.
- PROFESSIONALISM-- We understand the importance of individual excellence in our many roles and adhere to the standards and expectations of our profession.
- RESPECT-- We treat all persons with dignity and honor their rights under law.
- INNOVATION-- We are open to new ideas to improve the quality and productivity of our work.

Current Operating Environment
External Trends
Community Policing
With the implementation of community policing practices, citizens expect to be involved in the development of policing priorities, policies, broad-based strategies and neighborhood problem-solving activities that impact the quality and safety of their lives. Such endeavors are accomplished through a cooperative working relationship involving community entities such as: the Police Commission, Human Rights Commission, Community Response Team and neighborhood groups. This level of public involvement requires a substantial ongoing commitment from police staff and can impact operational effectiveness. As a result, police responsiveness to community issues requires a blend of traditional and community policing strategies. The success of current programs within this model has created demand for enhancements and the need for additional resources.

Growth of the Community
Growth within the Eugene Urban Growth Boundary has not been uniform, with the Willakenzie, Bethel and Santa Clara areas experiencing the greatest growth in housing units during the 90s. This trend is likely to continue because these areas contain the largest amount of undeveloped residential land in Eugene. The annexations in the River Road/Santa Clara area have created a pattern of noncontiguous delivery of police services to the area. The population of Eugene has steadily increased over the last several years but the number of full-time equivalent (FTE) employees has not kept pace. New growth has brought additional demands for police services.

Crime Trends
Eugene has maintained a high rate of serious crime since 1985 (as measured by the FBI Index Crime Rate). However, within this overall trend there have been some significant changes for specific types of crime. While Eugene's overall violent crime rate is low, violence against women (rape and domestic assault) are average among U.S. cities during good years but higher than average in many years. In the late 90s, robbery and aggravated assault rates increased significantly. The rate of serious property crime is higher than in 89 percent of cities in America. Burglary declined significantly since 1985 but auto theft increased. Auto theft doubled in the late 90's and doubled again in the first half of this decade. The rate of major crime is still more than twice what we experienced in 1965. Today, a home in Eugene is twice as likely to burglarized and a car five times as likely to be stolen as in our neighbor city to the north - Corvallis.

The rates for less serious crimes (minor theft, vandalism, drug offenses etc.) have risen even more dramatically and show no sign of declining. Larceny, auto theft and hard drug trade (heroin and methamphetamine) are especially prevalent. The use of computer technology to commit crimes is also growing as seen from the explosion of identity theft cases. The rate of arson in Eugene is higher than in 87% percent of U.S. cities. Alcohol consumption continues to fuel significant demands on police services.

Socioeconomic and Political Trends
Failure to maintain criminal justice services as population grows and chronic under funding are serious problems in some Western states. According to Census Bureau and International City/County Management Association (ICMA) Performance Measurement data, Eugenians and Oregonians spend a much smaller portion of their public resources on policing than average. As a result, Eugene and Oregon have historically had smaller police forces and prison systems but higher crime than most of the nation. Recently, Oregon was the lowest in the nation for police officers per capita, and Eugene is below the state average. Oregon is 34th for prisoners per capita and had the 7th highest rate of serious property crime. Lane County jail capacity also has not kept pace with local crime, so jail crowding causes a large number of early releases, particularly for property crime offenses. The recent 65-bed increase in the Sheriff's Forest Work Camp improved the overcrowding but did not solve this problem. Funding for the work camp is in jeopardy.

Service Demands
Even though Eugene has fewer officers per capita and per crime than 80 to 90 percent of cities tracked by the ICMA the community has high expectations for professional police response. Since 1980, the number of officers in EPD grew 12 percent during the same period that population grew 34 percent. The very high workload and low staffing pushes EPD to be exceptionally efficient. For example, the average Eugene officer makes 2.5 times more arrests than the average officer in the cities tracked by the ICMA. An updated staffing study is in progress and is anticipated to show a significant shortage of police and support staff. Such a staff increase along with supervision and support staff would result in EPD being an average size police department for a community this size. The region made significant progress in providing social and crime prevention services for the homeless, mentally ill, substance abusers, at-risk youth, crime victims, the elderly, young families and children in the 1990's but funding challenges, locally and in the state, have resulted in less treatment for drug users and the mentally ill resulting in a significant impact on the community and on demand for police intervention. These services are being overwhelmed by the needs in the community and are very likely to be reduced due to the state budget shortfall.

Internal Conditions
Technology
Advancements in communications technology provide police new opportunities to improve internal systems. Mobile data terminals which have been installed in all marked police vehicles and patrol supervisors vehicles provide access to most network data, regardless of assignment. Future enhancements would allow officers in the field to scan fingerprints and retrieve mugshots from their vehicles, a considerable time savings. The stage is set to develop online reporting that will allow officers to write reports in the field, submit them for supervisory approval electronically and interface with the data system. Consolidating crime data and other demographic information into accessible data warehouse systems is possible through COPLINK and data mining tools. These systems will be developed in user-friendly, PC-compatible format. Externally, law enforcement agencies are developing effective databases to be used cooperatively to track crime activity. Police Patrol Services will continue to work toward effective data access, using industry-standard data warehouse protocol. Replacement of the AIRS system from an obsolete main-frame computer to a modern client server base is in progress and parts of the system may be available in FY07. The replacement of Computer Aided Dispatch (CAD) from the mainframe has been accomplished with mixed results. Challenges in collecting accurate and timely data have been experienced and this has had a significant impact on operations as well as statistical analysis.

Staffing
Police Patrol Services continues to experience significant internal challenges and change. Studies of patrol and investigation officer workload show that a small police force facing a high crime rate limits the officers' ability to conduct investigations and be responsive to the needs of the community, and leads to mental and physical fatigue. Involuntary overtime to fill minimum staffing levels has been common for the last year. Calls for service are prioritized in

order to manage the workload and reduction strategies are being developed if this trend continues.

Despite modest increases in FY05, and with continuing funding in FY06, police patrol staffing has not kept pace with increasing demands for service. Officers are required to manage crowds and direct traffic associated with special events and construction. As well, special response activities are increasing over time. Requests are exceeding our staffing levels, forcing overtime shift drafts of officers who have already worked full ten-hour shifts. The staffing shortages, in the face of increased workload have caused the elimination or partial elimination of community policing practices, especially proactive police involvement at the neighborhood level.

Historical staffing levels at EPD have mandated that special teams such as SWAT, CNT, EDU, and FIRST (major traffic collisions), are staffed on an ad-hoc basis. During activations, there is a significant strain on staffing as officers are pulled form their normal assignments to respond. Training these teams is an intense process because of the skill levels that are required of officers. They train monthly, and must attend advanced and specialized schools. This is a significant reduction on officers available for service, especially considering the normal in-service training needs of the department. The level of service and training is constantly being monitored for sustainability.

Patrol Districts
As part of the department's strategic plan, patrol districts were reconfigured to correspond to neighborhood boundaries. While patrol staffing does not allow for completing the transition to this beat configuration, two Lieutenants have been assigned as District Commanders to set the ground work for the eventual transition to these districts with long-term patrol assignments to enhance the relationship between patrol officers and the neighborhoods that they serve. The goal here is to make Community Policing part of each patrol officers work, rather than being an add-on service to the community. This will provide a sustainable structure for community policing strategies. Neighborhoods will work directly with their patrol officers to create strategies for problem solving in their neighborhoods

Utilization of Community Service Officers
The Field Support unit has five non-sworn officers that respond to telephone, counter and street duties, in addition to providing some crime prevention services. This is inadequate to handle the service requests that exist. With call load and counter contacts diluting desk and street duties, cold burglaries, UUV processing and accidents are being handled by patrol officers that would normally be handled by CSOs, if staffing were equal to the work

demand. This results in delays for taking crime reports from victims. This not only is inadequate service delivery, but impacts our ability to analyze crime patterns in a tactical manner to adjust delivery of patrol resources.

School Resource Team
School needs and requests for service exceed the resources of the School Resource Officers (CSO). Reports are delayed and emergencies consume more and more time, leaving less capacity to work with youth and schools in a proactive manner. SROs are often called out of their primary high school to deal with behavioral and drug issues in the middle school and elementary school level. Increasingly, the SRO must request assistance from patrol to cover the two districts. Requests from schools for prevention presentations or the teaching of nationally recognized prevention curriculum cannot be met with current staffing. According to the National Association of School Resource Officers (N.A.S.R.O.) recommended staffing levels are: one officer for each high school, one officer for each middle school, and one officer for each four elementary schools. With only one officer for each high school, Eugene's Safer Schools program falls well short of this national standard for staffing and resources.

<u>**Performance Measures**</u>
Core Processes
<u>Emergency/Incident Response</u>
• Average response time for Priority 1 and 2 calls vs. median ICMA city.
• Officer overtime spent on public demonstrations.
• Officer hours spent on domestic terrorism and disaster preparedness.
<u>Crime Solving</u>
• Annual number of follow-up investigations of low-level criminal and nuisance activities conducted within assigned timeframe.
<u>Proactive Problem Management</u>
• Number of training hours provided annually to citizens and City employees from other departments.
• Number of Neighborhood Meetings attended.
• Number of annual special enforcement operations and presentations by Traffic Enforcement personnel.

Total System
<u>Effectiveness</u>
• Eugene's 5-year trend of Part I crimes vs. Oregon and the U.S. for cities between 100-250,000 population (FBI-UCR, Group II cities).
• Percentage change in quality-of-life crimes (prostitution, vandalism, liquor law violation and drug use/distribution) as compared with Oregon cities between 100-250,000 population (FBI-UCR, Group II cities).
• Percent of Part I cases cleared by arrest compared to median ICMA city.
• Juvenile arrest rates by crime type vs. median ICMA city.

- Percent of women and people of color employed by Police Services, sworn and non-sworn.
- Injury traffic accident rate vs. the median ICMA city.

Efficiency
- Number of sworn FTE per 1000 population and per 1000 Part I crimes compared with median ICMA city.
- Arrests per sworn officer compared with median ICMA city.
- Part I cases cleared per sworn officer compared with median ICMA city.
- Percentage of incident reports taken over the phone or by a Community Service Officer as compared to the percentage of reports taken by a sworn officer.

Customer Satisfaction
- Percent of residents who feel safe walking in their neighborhood after dark.
- Number of sustained complaints and commendations per 100 officers.
- Percentage of survey respondents who report satisfaction with police emergency response.

Strategy 1: **Appropriately triage and respond to calls for service so that responses meet established response time standards. Develop a "layered" priority system so that service expectations and capacity can be balanced against other priority needs.**

Objective: Staff and deploy patrol officers so that call response targets are achieved 90% of the time.

Work Activities:
- Map current internal response priorities to a 3-level call priority system.
- Develop priority system to call levels on a short term basis given available staffing or transient loads on the system.
- Establish response time standards.
- Monitor and respond to staffing shortages to ensure adequate staff is available for emergency response as well as normal call load.

Strategy 2: **Provide follow-up investigations of low-level criminal and nuisance activities that require attention beyond initial call response and preliminary investigation.**

Objective: Conduct follow-up investigations for low-level criminal and nuisance crimes and violations within assigned timeframes.

Work Activities:
- Assign follow-up investigations to patrol officers.

- During case assignment, analyze and define the probability of solving the crime and/or the community need to respond to the problem in extended fashion, and make assignments to those cases with higher solvability or larger community impact.
- Monitor or log assigned cases and length of time until disposition

Strategy 3: **Provide a highly visible presence throughout the community, in an effort to gain voluntary compliance with motor vehicle laws**.

Objective: Provide proactive traffic enforcement, taking appropriate enforcement action when violations are observed.

Work Activities:
- Respond appropriately to all complaints or requests for service received from the public within two business days.
- Provide proactive traffic enforcement, taking appropriate enforcement action when violations are observed.
- Provide support for special enforcement operations, presentations and media campaigns coordinated by traffic enforcement each year.

Strategy 4: **Respond to customers calls promptly to provide effective and efficient community service.**

Objective: Community Service Officers will complete reports within 24 hours from time of initial report from the reporting party to completion.

Maintain an adequately trained and equipped Crowd Control Team to respond to major riots and incidents of civil disobedience.

Work Activities:
- Assist with development of on-line police reports.
- Maintain a quarterly inventory of all equipment.
- When advance notice of events is available, manage scheduling to assure adequate staffing levels.

Strategy 5: **Provide effective crime prevention services for the community through presentations, and by responding to individual requests for service.**

Objective: Respond to individual and group requests for crime-prevention guidance, training, presentations or other crime prevention services.

Work Activities:
- The number of active neighborhood-watch groups.
- Identify gaps in neighborhood watch and recruit leaders to establish a new group.
- Serve as a representative of the police department in community-based crime prevention programs and events.
- Update web-based content on the Police Department portlet quarterly.

Strategy 6: **Provide community members with information and services from the Eugene Police Department through neighborhood-based public safety stations.**

Objectives: <u>Manage public safety stations so that they are available and open to the public Monday through Friday, 8:00 a.m. to 5:00 p.m.</u>

Work Activities:
- Assign one Station Manager/Community Service Officer per station.
- Maintain an active cadre of volunteers to support the station and assist with delivery of information.
- Provide neighborhood-specific public safety seminars at each station.

System Map

Core Processes

SUPPLIERS:
Vendors
City service providers
Labor pool
Taxpayers/Budget Committee
Grants
City Council
State legislature
Federal government
Other agencies
Informants
Industry

INPUTS:
Equipment
Materials and supplies
Facilities
Vehicles
Labor hours
Budget dollars
Mandates
Investigative resources
-information
-intelligence
-reports
-industry contacts

Emergency/Incident Response

Crime Solving

Proactive Problem Management

OUTPUTS:
On-scene presence
Call response
Arrests
Case clearances
Recovered property
Training
POP projects
Presentations
Prevention activities

DIRECT CUSTOMERS:
Crime victims
People reporting crimes/incidents
Witnesses
Prosecutors
Court
Other agencies
People requesting service
Concerned citizens

SUPPORTING PROCESSES:
Facility maintenance
Fleet maintenance
Information systems
Human Resources
Financial management
Training
Community relations
Administration
 - planning and evaluation
 - leadership and management
Crime analysis
Explosives disposal
Property/evidence collection
Seizure/forfeitures
Inter-agency communications

STAKEHOLDERS:
People who live, work and visit in Eugene
Citizens
Elected officials and citizen advisors
City Manager
Community/neighborhood groups
Other City departments